



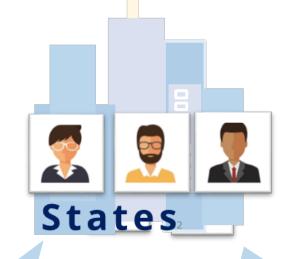
## Shifting Our Focus: The User Perspective

The Aim for Independence (AFI) initiative has conducted extensive research to understand the customers of the public assistance programs, including: 1) families who interact with the system; and 2) the State and County commissioners who administer it. Here is sample of Federal, State, and user perspectives when administering and using public assistance programs.



"I'm training to be a bus driver, host, cleaner, event space helper. My hours are all over the place. By the time I get home, I still have to get my kids, clean, and make dinner. I'm tired all the time."

"I've been in your office the last two weeks and you all have all told me you cannot help me and my daughters because your grants are written specifically for single mothers."



"We wish we could measure Longitudinal data – what happens to families after they leave us? Are they any better off?"

"The Federal government should measure reduction of poverty and family wellbeing. We don't know where to go to see how we are doing."

"We are trying to solve complex social problems with antiquated programs that have not changed for 20 years"

# Federal Programs<sub>3</sub>

"How can we better coordinate across programs and use different access points?"

"Head Start is
comprehensive - health,
mental health, food, etc.
Can we leverage
lessons learned and
best practices from our
own program?"

"How can we change the way the Federal level perceives the customers we serve?"

REIMAGINE HHS

## The Discover phase used field data to inform the COE design

**DISCOVER DESIGN** 

RESEARCH WITH USERS

6,000+

Data Points collected

Hours of Interviews & Listening Sessions

*55* 



66 County
Survey
Responses



Parent personas identified

3

State Personas Identified





11

**Key ACF Capabilities** 

to be refined with States



3

**Distinct Functions** to be validated



9

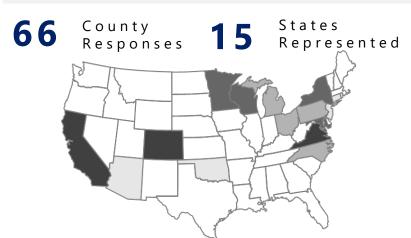
**Key Capabilities** Identified and Tested

### State and County Research Summary

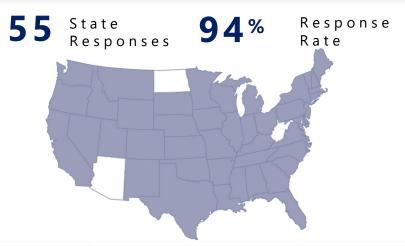
AFI conducted listening sessions, surveys, and individual interviews of state and county stakeholders to identify pain points, organizational priorities, and opportunities for ACF.

#### **HUMAN SERVICES COMMISSIONER SURVEY**

#### **COUNTY SURVEY**



#### STATE SURVEY



#### **Survey Outputs:**

Top Challenges Administering ACF Programs | Organizational Priorities Related to AFI | ACF Interagency Partnership Priorities

#### AFI-ACF REGIONAL LISTENING SESSIONS

8 Sessions 4000 + Qualitative data points gathered

"The Federal government should measure reduction of poverty and family well-being. We don't know where to go to see how we are doing."

"We wish we could measure Longitudinal data - what happens to families after they leave us? Are they any better off?"

" We are trying to solve complex social problems with antiquated programs that have not changed for 20 years"

#### INTERVIEWS



- State Commissioners
- County Reps
- Program Staff
- State Personas Identified



# Top State and County Organizational Priorities

(Scale = 1 to 100)

Focusing on Outcomes & Results

Improving Family Economic & Social Well-Being

State Averages (n=50)

County Averages (n=65)

79 #3 Priority

85 #1 Priority

85 #1 Priority

## **Outcomes & Results**

### **Parent Outcomes**

- Earnings and outcomes measures of interest included:
  - Earnings that can sustain a family and reduce dependency
  - Opportunities for career advancement
  - Job preparedness measures (skills acquisition, executive function, credentials)
- Measurements and incentives for educational attainment, including high school diploma status, post-secondary and graduate degrees, and certificates.
- Jurisdictions recommended measuring employment and earnings after families' cases closed (at minimum 1-2 years after case closure to 5 years after case closure.

# **Focusing on Outcomes & Results**

### **Child Outcomes**

- Child educational measures included Kindergarten readiness, school attendance, grade level progression, 3<sup>rd</sup> grade reading level attainment, high school diploma completion, post-secondary degree completion, other certificate completions, and employment.
- Child health outcomes included items such as access to child care, reducing pre-term births and improved child safety.
- Child outcomes included many aspects of health, educational attainment, and reactive/proactive family investments.

## **Outcomes and Results**

## Holistic and Longitudinal Outcomes

- Intergenerational poverty, the share of welfare households that received welfare as a child, and decreases in use of public assistance as adults were also deemed as relevant longitudinal outcomes to track.
- Create a self-sufficiency index (potentially standardized across agencies) that reflects state and local needs including sustainable wage earning, access to child care, health care, transportation, education, and upward financial mobility. WA, NV, and MN counties have examples that may be worth considering.
- Create family wellness (financial, educational, health, social, mental health) milestones and metrics instead of hours (of work) or arbitrary counts which are not necessarily related to exiting poverty or improving family wellness.

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# Top State Challenge in Administering ACF Programs

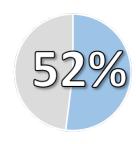
% Indicating the Item is a "Major Challenge"

Challenges Faced in Effectively Serving
Children and Families

State Survey (n=50)

Regional Survey (n=55)

Variation in Federal Eligibility Requirements Across Programs



6 of 10

Regions Rated this their 1<sup>st</sup> or 2<sup>nd</sup> Highest % for a "Major Challenge"

"If states set their own eligibility floor, we have 51 ways of defining well-being" The tangled up rules for systems and clients to navigate are a direct contributor of the cliff

We need universal intake and requirements across all programs

Clients believe it is safer to stay parked economically than take 10 more hours of work if it means they are at risk of losing their child care

13





# **Eligibility and Enrollment**

# Challenges

# **Proposed Solutions**

Eligibility/work/age/verification requirements and definitions are not standardized across programs which cause inefficiencies and duplication of effort

Need a streamlined way of verifying eligibility and improved coordination of eligibility standards across programs

Create standard definitions to be used across programs

Absent a revision to eligibility rules and regulations, states need funding to build a data system that can connect across agencies

Clients need to turn in paperwork multiple times a year for each agency, making it easy to relapse because the process is onerous and time consuming.

Need standard federal training to improve communication between agencies and consistency.

Need to create one integrated and automated customer interface and system with up-to-date data from all relevant agencies/states.

# Eligibility and Enrollment

Challenges	Proposed Solutions
Categorical funding does not provide flexibility and you must work very hard to piece together funds for comprehensive programs	Have system to screen people for multiple needs and programs at once, such as a universal intake process or master client database
	Allow funding to be used to meet actual needs
Cliff Effect (Marginal Tax Rate)	Increase eligibility level to 200% FPL or more to prevent people from falling off when they obtain jobs/promotions
	Lower the co-pay ramp for child care
	Use the livable wage and fair market rent data for eligibility tied to the local area median income, like HUD. This would allow for a more regionalized approach that take local economies into account

# **Eligibility and Enrollment**

Challenges	Proposed Solutions
Fiscal Cliff causes people to hold back in their career path	If rules are simplified and streamlined, agencies could better counsel clients to reduce anxieties around perceived cliff effects
	Thinking creatively about how to mitigate cliff effects and incentivize families to leave the "sweet spot"
Restrictive education requirements and time requirement for TANF clients to get a job disincentivizes training/training and causes them to come right back	Adjust/eliminate the one-year lifetime limit on counting education as employment in TANF, as education is critical to the long-term success of clients
	Extend age requirement for being engaged and enrolled in education to 18 to prevent youth with truancy status from getting sanctioned off
	Focus on obtaining a family sustaining job, not just any job

# Challenges Administering ACF Programs

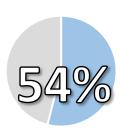
% Indicating the Item is a "Major Challenge"

Challenges Faced in Effectively Serving
Children and Families

State Survey (n=50)

Regional Survey (n=55)

Insufficient Collaboration Across Federal Agencies Serving Similar Populations



8 of 10

Regions Rated this their 1<sup>st</sup> or 2<sup>nd</sup> Highest % for a "Major Challenge"



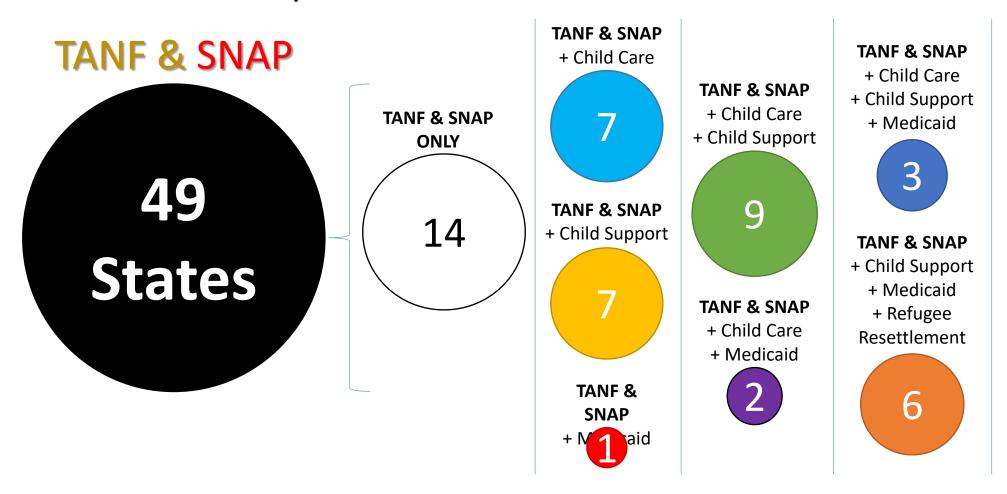


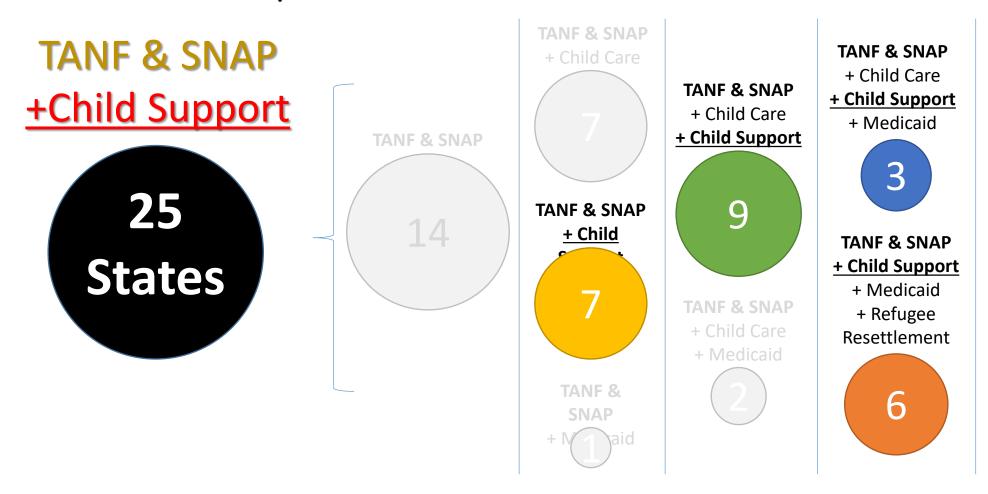


# Recommendations for Interagency Collaboration

Federal Collaborators	Issues	Suggestions
HHS, USDA, DOL	Expensive and duplicative data systems.	Harmonize and centralize data systems.
	Disjointed eligibility criteria for programs that serve similar/overlapping populations.	Better align eligibility criteria for programs.
	Different and sometimes conflicting outcomes.	Align outcomes for all three departments.
	Excessive and inefficient monitoring.	Joint Monitoring by all three departments.

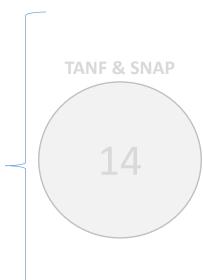








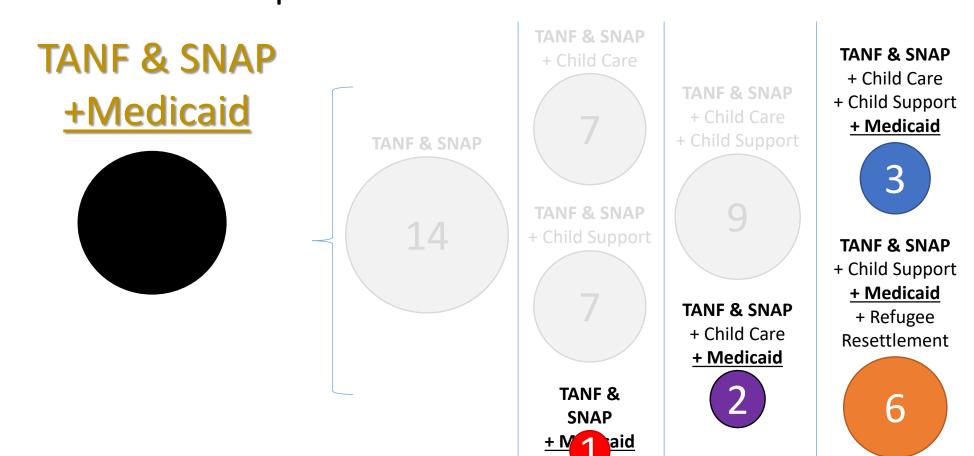
21 States











## State Persona Research Overview





# CODED NOTES FROM INTERVIEWS TO DISCOVER KEY THEMES

- Captured key details, quotes, and ideas during interviews
- Organized interview takeaways into distinct categories (i.e., what did they say, do, think, feel)

## DEVELOPED KEY INSIGHT STATEMENTS

- Developed understanding of emotional and lived experiences of stakeholders
- Shaped impactful insight statements about stakeholder priorities and values

#### SYNTHESIS PROCESS



## CREATED PERSONAS OF STAKEHOLDERS

 Created artifacts (personas, quotes) to depict the experiences of state commissions and eligibility workers

## State Persona Artifacts

**Customers of HHS are both families and states**. AFI will grow its understanding of its state customers and distinctions among them. Personas of key state roles are available at the link below.



#### **ELIGIBILITY WORKER**





STATE COMMISSIONERS

#### **EXAMPLE STATE PERSONA**







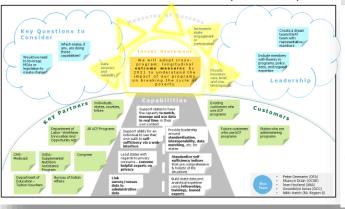


#### **OUTCOMES**



Adopt cross-program

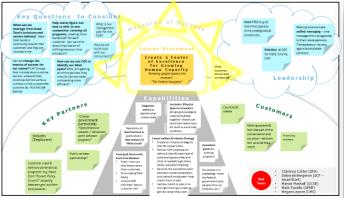
longitudinal outcome measures
by 2021 to understand
the impact of our programs
on breaking the cycle of poverty



# STATE-FEDERAL COLLABORATION



Grow human capacity
across states
by 2020 through state
and federal collaboration



# CROSS-FEDERAL COORDINATION

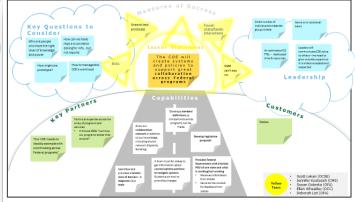


Create systems

and policies to support

great collaboration

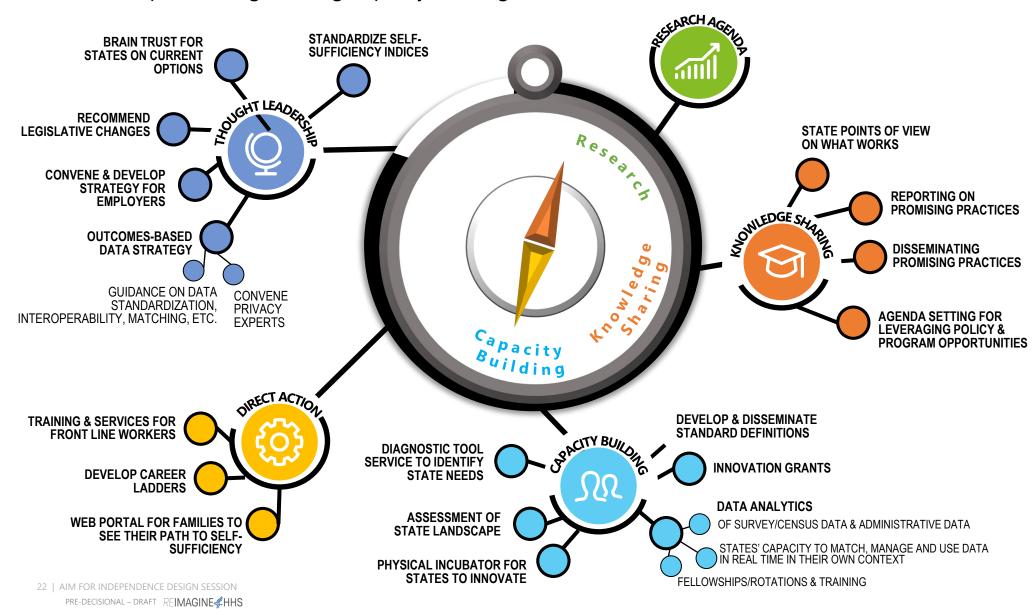
across Federal programs





# **ACF Function and Capability Outputs**

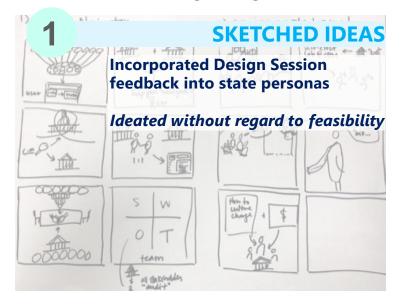
Participants generated a range of desired capabilities associated with each Intent Statement. Although each group had a unique intent, capabilities coalesced around four high-level functions: thought leadership, knowledge sharing, capacity-building, and direct action.

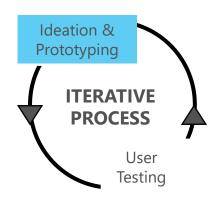




# State Partner Ideation & Prototyping

Initial prototypes modeling potential **HIGH VALUE ACF CAPABILITIES** were developed to bring Design Session concepts to life.





DEVELOPED IN-DEPTH PROTOTYPES

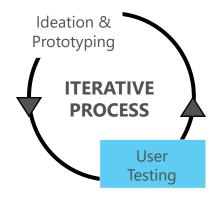
Identified prototype elements using Design Session capability ideas

Developed clearer view of potential activities, resources, and notional structure



# State User Testing and Validation

An iterative process is underway to address concerns and evolve COE prototypes to better fit the needs of state users.



3 USER TESTING

Tested first round of prototypes with state commissioners

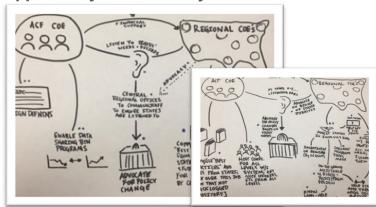


4 USER VALIDATION
Validated capabilities with state

commissioners

**ITERATIVE PROCESS AT WORK** 

Feedback provided by state commissions informed a series of SWOT (Strength, Weakness, Opportunity, Threat) analyses and



Updated COE prototypes

- Aligns programs at state level
   Focuses on local level, where innovation occurs
- 1 entity is voice for changeOpportunities for scale
- States already collaborating informally, esp. regionally
- Private sector to collab
   States want test beds for innovation
   Existing innovation "hubs", assess what
- Need lots of staff to function and support labs
- Govt doesn't trust state's ability to use funds responsibly
   Doesn't change the undermining
- Doesn't change the undermining causes
- Culture is barrier (fear of failure, compliance, etc.)
- Not fixing the system directly
   Lack of funding, space, and resources

#### TOP STATE DESIRED ACF CAPABILITIES



### **Providing High Value Integrated Service Delivery to the States**

#### Three Functions - Nine Capabilities

#### THOUGHT LEADERSHIP

Shape federal welfare policy and research agenda to better support and empower families, states and counties.

Serve as a brain trust for states on existing options and levers across programs.

**Data Strategy and Outcomes.** 

#### **CAPACITY BUILDING**

Aid states and counties in assessing needs and provide appropriate consultation services.

**Incubator or Accelerator** Infrastructure.

**Innovation Grants.** 

**Coordinate Cross-Program Technical Assistance to Optimize** Integration.

#### KNOWLEDGE SHARING

**Collaboration and Improvement Networks.** 

**Promising Practices Repository** & Dissemination.







#### TOP STATE AND COUNTY RECOMMENDATIONS



### **Providing High Value Integrated Service Delivery to the States**

Recommendation #1 - Measure Outcomes, Not Just Outputs and Throughput

**FEDERAL LEVER**: cross-program waiver shifting toward outcomes (employment, earnings, school readiness, and work and school success).

Recommendation #2 - Integrate Programs
to Serve Families More Holistically through

Streamlining Eligibility and Interagency Collaboration

**FEDERAL LEVER:** universal eligibility and enrollment requirements across programs; federal level solutions for marginal tax rate/cliffs



#### TOP STATE AND COUNTY RECOMMENDATIONS



### **Providing High Value Integrated Service Delivery to the States**

**Recommendation #3** - **Prioritize People** Instead of Programs

**FEDERAL LEVER:** Interagency TA to Establish Parent Leadership Councils and meaningfully engage parents in changing service delivery

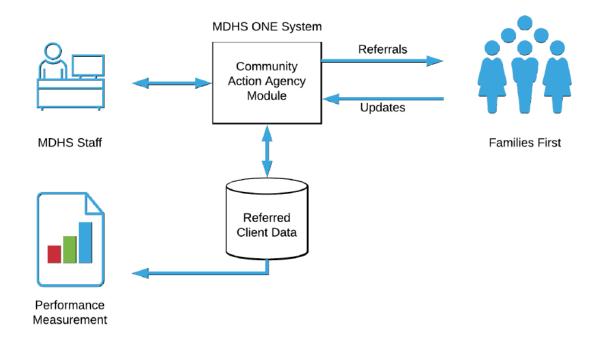
**Recommendation #4** - **Standardize Data** Acquisition and Management.

**Federal Lever:** Large (national) data systems which address specific use cases and challenges identified by stakeholders, tailored to federal requirements and regulations, which states and partners can utilize (e.g. data clearinghouses, software packages, or database solutions).

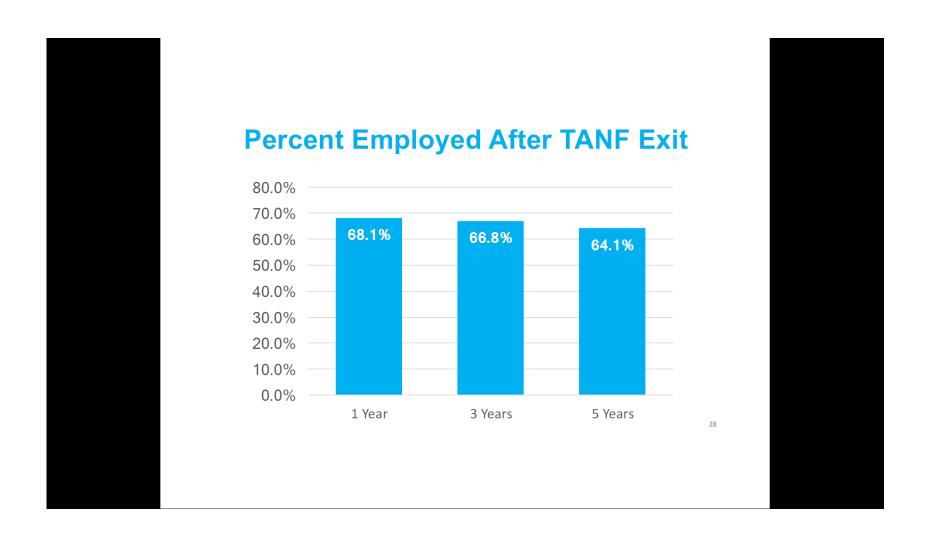


#### SPOTLIGHT ON MISSISSIPPI

# **Gen+: Working with Action Partners**



### SPOTLIGHT ON MISSISSIPPI



Sherry's Story: https://youtu.be/iBcRXRSicLg



## State and Local Case Studies: Putting Families and People in the Center

## SPOTLIGHT ON MISSIPPI

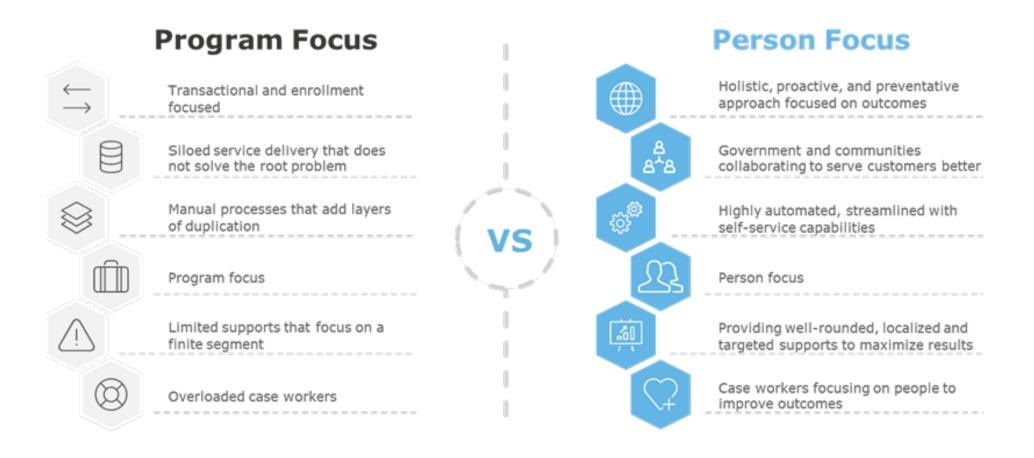


Sherry's Story: https://youtu.be/iBcRXRSicLg



## State and Local Case Studies: Putting Families and People in the Center

#### SPOTLIGHT ON MICHIGAN





#### SPOTLIGHT ON SAN DIEGO COUNTY

# SAN DIEGO COUNTY'S JOURNEY TO THE GENERATIVE MODEL IN LIVING WELL



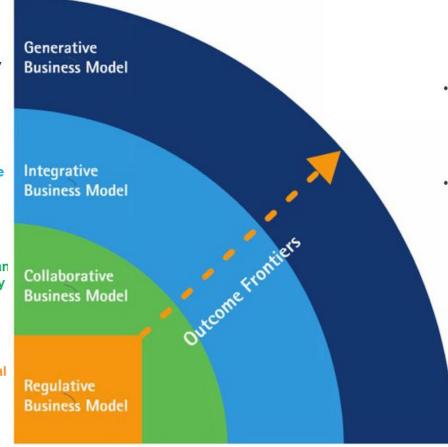


Today
Live Well San
Diego Becomes
County Vision;
300+ Community
Partners and
growing

2010-2014 Live Well San Diego Initiative Implemented

1998 Health and Human Services Agency was formed

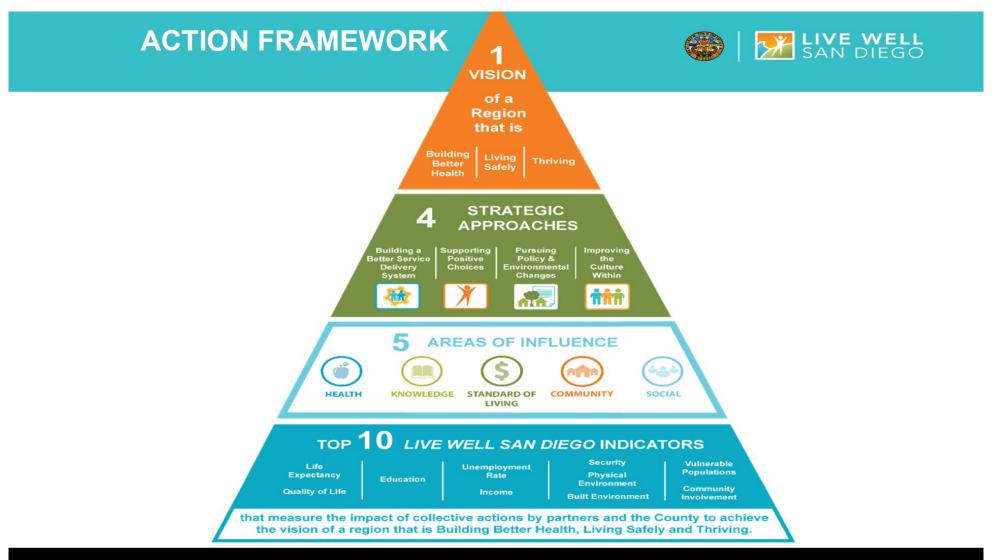
1996
County's General
Management
System
Introduced



- Beginning in 1996 with the adoption of core business principles by County government.
- Moving to the Collaborative Model in 1998 with formation of the Health and Human Services Agency.
  - Live Well San Diego as an initiative moved first the Health and Human Services Agency and then the County to the Integrative Model culminating in adoption of Live Well San Diego as the County's vision and focus for strategic alignment of its resources and recognition of 125 community partners that have adopted the Live Well San Diego vision to align Collective Impact efforts.



#### SPOTLIGHT ON SAN DIEGO COUNTY



Live Well San Diego Case Study: <a href="https://lnwprogram.org/content/building-thriving-community-case-live-well-san-diego-2017">https://lnwprogram.org/content/building-thriving-community-case-live-well-san-diego-2017</a>

